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TRANSPORTATION  
COMMISSION

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## *Memorandum*

TO: Planning and Operations Committee

DATE: December 7, 2001

FR: Executive Director

W.I.:

RE: Resolution No. 3434: Regional Transit Expansion Program of Projects

Resolution No. 3434 presents the recommended final Regional Transit Expansion program of projects, developed under the policy guidance of Resolution No. 3357. The draft recommended program was presented to the Planning and Operations Committee on November 9, 2001, and was released for public review and comment. Resolution No. 3434 presents the final program through four attachments, as follows:

Attachment A: Criteria Evaluation: presents a summary assessment of the recommended projects against the financial and performance criteria established under Resolution No. 3357.

Attachment B: Program of Projects: presents the final recommended listing of projects, including maps.

Attachment C: Funding Strategy: details the financial strategy for the individual projects.

Attachment D: Terms and Conditions: stipulates requirements for regional discretionary funding, attached to both revenue sources and individual projects.

The remainder of this memorandum outlines the key features of the overall program; discusses specifics related to the Resolution No. 3434 Attachments, highlighting changes made from the draft recommendations in November; and outlines important next steps related to the program.

### Program of Projects: Summary

The proposed final program of projects represents the next generation of major regional transit expansions since the adoption of Resolution No. 1876—the Bay Area’s Regional Rail Agreement of 1988. Like Resolution No. 1876, Resolution No. 3434 is dominated by funding commitments from state, regional and local sources. This program has a broader reach, however, encompassing nine new rail extensions, a comprehensive regional express bus program, and eight enhancement programs to existing rail and bus services. Taken collectively, the recommended program of projects is distinguished by the following factors:

#### Financial Characteristics

- Total capital cost: \$10.5 billion (2001 \$)
- Percent representing fully funded projects: 84%
- Federal/non-federal shares of fully funded program: 21% :79%
- Percent overall identified funding from local and regional sources: 60%
- Committed/advocacy-based shares of identified funding: 80%: 20%

### Service Characteristics

- 140 new route miles of rail
- 600 new route miles of express bus
- 58% average increase in service levels for existing corridors
- 38.6 million new riders per year (estimated for fully funded projects)
- Average cost effectiveness of \$20.35 per new rider (estimated for fully funded projects)

Several other observations are worth noting. The program of projects closes some key gaps in the transit network, most notably extending BART from its existing southern terminus at Fremont south to Santa Clara county to connect with the Valley Transportation Authority light rail system and the Caltrain system. The Dumbarton rail project would provide a new southern transbay rail link, while the BART Oakland Airport connector provides a key rail to air connection with the second busiest airport in the Bay Area. New rail service is proposed in several other sections of the region with the Sonoma-Marín rail project, and the BART/rail connections in the Eastern Contra Costa and Tri-Valley corridors. And the Transbay Terminal/Caltrain Downtown Extension project in San Francisco significantly enhances the densest confluence of transit connections in the Bay Area.

As indicated above, increased service levels in existing transit corridors are a hallmark of this plan, illustrating the region's commitment to build on its strong foundations in addition to new service extensions. The Caltrain Express Phase 1 project is expected to increase the number of trains in the corridor by 50% (80 to 120 trains per day); implementation of Phase 2 would increase service levels by another 42% (120 to 170 trains). The Capitol Corridor Expansion: Phase 1 would increase daily trains by 60% (10 to 16 trains); Phase 2 will make ancillary improvements to increase overall service reliability and efficiency. The recommended Altamont Commuter Express service increase would double the number of trains from 4 to 8 per day. Frequency improvements in the AC Transit recommended Enhanced Bus corridors would improve 33-50%.

Much comment has been directed at concerns that the regional transit expansion program should contribute to improved transit oriented land uses, and serve transit dependent populations as well as individuals with auto options. Using a recent study by Professors Onesimo and Landis at the University of California, Berkeley, we estimate that 12.2 square miles of vacant land exists within two miles of the 100 station sites in the overall program. The study suggests that an additional 43.5 square miles could be "re-cyclable" for other purposes. While any land development would need to be closely coordinated with the relevant city and county general plans, these findings indicate a significant opportunity for transit-oriented development related to the implementation of these projects.

With respect to access for transit dependent persons, the proposed network of rail and bus lines would provide either new or enhanced service to areas where there are a high concentration of CalWORKs clients, based on MTC's evaluation of Lifeline Transit needs. In particular, AC Transit's Enhanced Bus project serves a densely populated corridor in the East Bay with a high percentage of low-income and minority persons, as does Muni's Central Subway extension.

### Final Program: Key Changes

The most significant change incorporated since the November 9th draft is the removal of the "Track 1" and "Blueprint" distinctions for purposes of the overall program of projects. Although the requirement still remains that only fully funded projects can be included in the Regional Transportation Program (RTP) under federal law, Resolution No. 3434 confers a separate Commission endorsement regarding long range policy and financial commitments to its projects. That is, the financial commitments of regional discretionary funds outlined in Attachment C-Funding Strategy are equally firm, whether the project is fully or partially funded. As projects secure full resource commitments, they can advance into the RTP.

Other key changes are indicated below:

Attachment A: The summary table has been augmented with definitions of the quantitative measures used to assign indicated rankings. Supporting calculated values for all projects are available from MTC staff. These numbers may be updated as related project studies are completed and refined information is made available. At the November 9<sup>th</sup> meeting of the Planning and Operations Committee, staff indicated that not all project sponsors had been able to provide the detailed data necessary to permit a complete evaluation of their financial capacity to operate and maintain the extension over the short and long term, based on one of the criteria in Resolution No. 3357. General Managers of agencies sponsoring projects with identified shortfalls were asked to submit further information in writing detailing the actions they would consider to close any anticipated shortfalls, and a timeline for doing so. Based on letters received to date, we have confirmed that the projects slated for inclusion in the 2001 RTP meet this criterion.

Attachment B: The table and accompanying maps list the entire list of projects; fully funded projects are indicated as eligible for inclusion in the 2001 RTP.

Attachment C: The program of projects has updated cost information and revenue assignments for the Downtown East Valley, BART/East Contra Costa Rail and BART/Tri-Valley Rail, and Capitol Corridor Phase 2 projects. The Caltrain Express Phase 2 project has been added, given recent assurances of local funding commitments to a defined phase.

Attachment D: Terms and Conditions have been further refined, the most important of which are to:

- Add new language clarifying the on-going determinations needed to ensure adherence to the Commission's criterion under Resolution No. 3357 for financial operating and maintenance capacity; and the determination that new transit expansions not adversely affect core bus services.
- Add a condition requiring bicycle and pedestrian access planning at station sites for projects supported by Resolution No. 3434 investments.
- Add new language related to the BART-Warm Springs to San Jose extension segment to incorporate key elements of the BART-VTA negotiated agreement, including the potential "lien" on VTA's TDA revenue to pay operating expenses of the BART extension.
- Further stipulate funding priorities for projected AB 1171 funds, made available by the extension of the \$1 seismic surcharge on the state-owned toll bridges.
- Make funding committed to the BART/East Contra Costa Rail and BART/Tri-Valley Rail projects eligible for access improvements to existing BART stations in the respective corridors.

### Continuing Work

Should the Commission approve this program, it will become the basis for significant advocacy efforts in both Washington and Sacramento. As reauthorization of TEA-21 approaches, the region must position its recommended candidates to compete well for federal 5309 New Starts and Bus Discretionary programs, and advocate for overall program funding that will support them. In Sacramento, the placement of Proposition 42 on the March 2002 ballot creates particular urgency to advocate for Regional Transit Expansion Projects with current shortfalls, as examples of critical new investments that could benefit from the proposition's passage. On a longer time frame, new county sales tax measures and renewals of existing taxes present other local opportunities to secure funding needed to deliver the entire program as envisioned in Resolution No. 3434.

Finally, it is important to recognize that several on-going studies may soon provide updated information that will further refine the scope for some of the recommended expansion projects. The Resolution explicitly makes provisions to amend the program, as new information warrants.

Recommendation

Staff recommends that the Planning and Operations Committee approve Resolution No. 3434, and forward it to the Commission for adoption.

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Steve Heminger